



**PROJECT DOCUMENT**

**Botswana**

**Project Title:** Joint Justice – Prosperity Project

**Project Number:** 00131562

**Implementing Partner:** Ministry of Local Government and Rural Development

**Start Date:** 1 March 2022    **End Date:** 31 December 2026    **PAC Meeting date:** 3 March 2022

**Brief Description**

This project is among the two other projects that are implemented through the Prosperity Portfolio whose overall objective is to support Botswana’s efforts to propell herself to a high income country status by 2036 and *‘achieve prosperity for all’*. The project’s overall guidance is from the UNDP Strategic Plan 2022 – 2025 to provide support towards three directions of change of a) structural transformation, including green, inclusive and digital transitions; b) leaving no one behind, a rights-based approach centred on human agency and human development; and c) building resilience to respond to systemic uncertainty and risk. The Project is aligned with Botswana’s key policy and strategy documents such as the Vision 2036, the National Development Plan (NDP) 11, the Mid-term Review of NDP 11 and the Economic Recovery and Transformation Plan (ERTP) which was adopted as an addendum of the Mid-term Review of NDP 11.

The Project will be jointly implemented project with the Justice Portfolio to deliver specific programmes to respond specifically to the challenges associated with justice of the economy. The Project recognises that the economic diversification and inclusive growth objectives cannot be attained in isolation, to the exclusion of the justice and governance related imperatives.

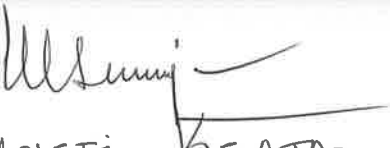
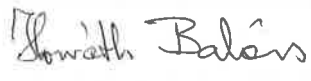
Specifically, the Project will continue building on the UNDP support to the Ministry of Local Government and Rural Development, the Ministry of Defence, Justice and Security (MDJS), Civil Society, local communities, Business Actors, Media and Local Authorities’ leaders to foster a cohesive and resilient society where state authorities and communities respect, protect, promote and fulfil the rights of all, including women, youth, people with disabilities and other vulnerable segments of the population. Through the project, UNDP will support the implementation of best practices through apt, innovative service delivery approaches and context-sensitive social protection programmes.

The project will build on the success of the past UNDP support which was anchored on three pillars of developing institutional capacity to design integrated policies; to implement the policies; and to use high-quality and timely data to inform planning, monitoring, evaluation and decision-making. Activities of the previous cycle such as; implementation of the local government digital transformation strategy, preparatory work for the implementation of the decentralization policy, and the reform of the social protection system will be upscaled.

Contributing Outcome (UNDAF/CPD, RPD or GPD): UNSDCF/CPD Outcome 4. Output 4.4
Indicative Output(s) with gender marker: 1. Output 4 (CPD 4.4): GEN 2

<b>Total resources required:</b>	<b>USD 4,051,750</b>	
<b>Total resources allocated:</b>	<b>UNDP TRAC:</b>	USD 99,825
	<b>Donor:</b>	
	<b>Government:</b>	USD 166,044 (2022)
	<b>In-Kind:</b>	
<b>Unfunded:</b>	<b>USD 3,785,881</b>	

Agreed by (signatures):

Government	UNDP
	
Print Name: MOLEFI KEAJA (Ministry of Local Government and Rural Development)	Print Name: BALÁZS HORVÁTH
Date: 31-05-2022	Date: 31-06-2022

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## **I. DEVELOPMENT CHALLENGE**

### **Context**

Botswana is well-regarded for its multi-party democracy, free and fair elections, solid rule of law, impressive economic growth and political stability. A deeper analysis, however, reveals societal fractures, dynamics and pressing concerns—exacerbated by the COVID-19 crisis—across the governance-environment-economy continuum that pose risks to these development gains.

On the governance front, issues pertain to the management of the state, resulting from the inability of many leaders to properly manage economies, diversities and political inclusion. This leads to a loss of trust in state institutions and in their capacity to execute basic functions, particularly the provision of the public good.

On the economic front, Botswana experiences high levels of poverty, inequality and unemployment. The economy is insufficiently diversified to drive development sustainably beyond the current Upper Middle-Income level and the private sector has yet to take its rightful place as the engine of growth. The country also needs to manage the complex trade-offs between economic development and the environment, notably address unsustainable practices of use of natural resource, including land. Further, economic inclusion, inclusion, particularly that of women, youth, minorities and other marginalised groups, remains a major challenge and needs to be urgently addressed.

From the government perspective, the current challenges have increased the urgency for rethinking the role of government and the capacities it needs to govern. The quality, flexibility and effectiveness of public governance systems are central to the government's capability to address future issues.

From the citizen's perspective, citizens are turning to the government, seeking immediate solutions to complex problems and demanding high-quality public services to meet their changing circumstances and needs. In addition, continuing technological evolution has raised citizens' expectations from government for new ways to deliver services.

In sum, designing successful responses to turn adverse causal loops into pathways for positive change requires a number of capabilities in developing new anticipatory systems approaches, designing and facilitating system transformation with expanded spheres of collaboration and partnerships to move past siloed, linear problem-solving approaches.

### **Challenges**

The Government of Botswana recognises the importance of effective delivery of national plans, programmes and publicly and privately provided services. This will not only spur economic activity but will also ensure that all the intended recipients of services are reached, including the disadvantaged groups in society, in turn enabling the realisation of the principle of leaving-no-one-behind. However, in spite of concerted efforts, constraints exist which include unempowered local government, weak coordination frameworks, ineffective local planning frameworks and the lack of capacity of local administrations. This project recognises that improved quality and good characteristics of governance will shape the prospects for economic development and approach to challenges and create strong durable links between the state and the society.

The effects of weak governance structures on public administration cannot be overemphasized. There is an urgent need to enhance public service capacity, the provision of adequate incentives to public servants to retain highly qualified and motivated staff, increase performance and accountability, as well as reducing corruption. The weak public administration is reflected by poor public service delivery systems. Public service faces challenges such as 1) fragmented approach to delivering public services between institutions, 2) lack of transparency and accountability, 3)

inefficient business processes, 4) low staff morale/work ethic, and 5) low uptake of IT solutions to facilitate the provision of services.

The use of ICT in government requires further encouragement and service delivery improvement. There have been several digital initiatives taking place in Botswana during the last 20 years under different titles, however, they have all shared a common thread that they have looked good on paper and their results have reached people in the capital city, Gaborone but at Local Authorities developments have remained mostly on paper.

The COVID-19 crisis has not only magnified challenges associated with public service delivery, it has revealed weaknesses on the social protection systems. While Botswana has a mature social protection system and it is one of the few countries in Africa whose social protection programmes are fully funded by Government, the country has been relying on a set of social assistance programmes that were established when it was one of the poorest countries in Africa, and which are increasingly unsuited to its current status. Drought, poverty and HIV/AIDS are the foundations from which the current range of social protection programmes emanate from. Botswana now needs social assistance that is appropriate to its status and that goes beyond poverty reduction. It needs instead to build resilience, to redistribute wealth, to invest in all Botswana so that they can contribute to and share in the benefits of growth and develop a social protection system that is rights based.

Despite declining over the years, the poverty rates remain relatively high for an upper middle-income country. The most recent available data from the 2015/16 Botswana Multitopic Household Survey (BMTHS) show that the proportion of people living below the poverty datum line is 16.3%, having declined from 19.3% in 2009/2010. During the same period, the proportion of those living in extreme poverty (below \$1.90 a day) had decreased marginally from 6.4% to 5.8%. The 2015/16 BMTHS data were used to compute the Multidimensional Poverty Index (MPI) for Botswana, which showed that 17.2% of the population was multidimensionally poor and 3.5% severely multidimensionally poor. The people living in rural areas are disproportionately more affected by poverty, with 32.9% and 7.4% of the rural population being MPI poor and severely MPI poor respectively.

Moreover, the relatively high levels of poverty are accompanied by high levels of inequality. The UN Common Country Analysis, concurs that Botswana has high levels of inequality. Data suggests that Botswana is one of the most unequal countries in the world. According to a recent report by UNDP, Botswana has the 9<sup>th</sup> highest Gini coefficient and inequality appears to be rising at significant speed. As a result, Botswana's impressive development trajectory has benefited an elite few to the detriment of the broader population. Women's participation in the workforce is also inferior to that of men (56% of women participate compared to 64.6% of men) and women experience higher levels of unemployment than men (23.% for women, 21.7% for men). There is also a persistent gender pay gap as a result of women's over-representation in lower paid sectors and lower paid roles. In addition there is need to protect other vulnerable groups such as, youth, those living with disabilities, the elderly and those living in rural areas.

The Justice-Prosperity Joint Project will support the implementation of specific programmes from the UNDP Prosperity and Justice Portfolios to respond specifically to the challenges associated with the justice of the economy, with a primary focus on improving governance structures, developing a service delivery system to deliver a resilient human rights-based and inclusive social protection system. Further, the project will support initiatives aimed at addressing the poverty and inequality, especially among the most vulnerable groups in society in order to realise the principle of leaving no one behind.

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## II. STRATEGY

This Project will bring together the United Nations family and other partners to support Botswana to achieve the national Vision 2036 aspiration of achieving a just and prosperous economy. It will primarily extend support towards the achievement of the inclusive development objectives of socio-economic recovery from COVID-19, building resilience against possible future shocks, and eradicating poverty and reducing inequalities.

The overall delivery of the Project will be undertaken jointly and collaboratively by the Just portfolio and the Prosperity portfolio in recognition of the interconnectedness of the needs and desired results to propel Botswana forward. The Project recognises that economic diversification and inclusive growth objectives cannot be attained in isolation, to the exclusion of the governance issues. This approach recognises that the achievement of the goals of the Country Programme Document will be a cumulation of the results of all the areas to realise a just and prosperous Botswana.

Economic growth and diversification ought to occur in the context of a conducive governance environment. The National Decentralisation Policy whose implementation is expected to commence soon seeks to realise participatory democratic governance and inclusive diversified and equitable economic development. It is through the implementation of the policy that the enduring challenges in local governance and service delivery are to be addressed. Complemented with transformational and effective national planning approaches, the effective implementation of the decentralisation policy alongside other policies, strategies and initiatives should support the achievement of development objectives to promote social and economic inclusion and reduce poverty and inequality including along the rural-urban divide. This project will seek to support government to implement the decentralisation policy.

Also, socio-economic growth ought to occur in the context of a conducive governance environment that fully recognises the participation and inclusion of all; women, youth, people with disabilities, communities, civil society, associations, media, traditional authorities, private sector, and informal sector as active participants, with each one of them given the space to play its role. Economic development will be inadequate if it does not happen in a context that promotes full participation and inclusion and promotes and protects human rights. In recognition of some groups' economic exclusion caused by structural barriers, in the context of the leave no one behind principle and social justice, the project will seek to support the relevant institutions at national and local level to ensure social and economic inclusion and participation through robust and inclusive human rights based social protection services.

Last but not least, the Project will leverage the potential of digital technologies and digital transformation as one of the key domains of change identified by the CPD, contributing to a green, prosperous and just Botswana. Digital transformation and implementation of innovative solutions supported by digital technologies is essential in addressing the COVID-19 crisis and increasing the potential for economic growth and diversification. Digital transformation must be inclusive and accessible to ensure that no one is left behind.

The Project will focus on fostering partnerships with the following economic actors, groups and institutions as the most relevant agents of change through which maximum impact will be realised.

- i. Government/state institutions, including local government institutions. There are several government institutions and agencies that are relevant to the realisation of economic diversification and inclusive growth. They include central government, local governments, and parastatal institutions. Government/state institutions are a critical stakeholder in several ways. Firstly, as the facilitators of a conducive environment to enable meaningful participation of other actors through planning, policy, legal and regulatory instruments. Secondly, as service providers to the disadvantaged and vulnerable, especially the poor and the marginalised. Thirdly, as custodians of the tax-benefit system. Fourthly, they own

relatively more resources as compared with the NGOs which compete with them on an unequal playing field. And fifthly, they are shapers of health and education systems that nurture human capital. These institutions do have challenges that constrain them from delivering on their expected mandates. They also face constraints that include lack of leadership skills and inability to adopt innovative and digital technologies to deliver aptly in these areas. They also need support to play a critical role of fully including a broad range of stakeholders including vulnerable and marginalised populations, in inclusive and participatory policy and decision-making.

- ii. Local level non-governmental and civil society organisations. Achieving inclusivity in development will require fostering partnerships with the local communities to enable access to the targeted groups. Local level non-governmental and civil society organisations play a critical role in the delivery of development initiatives to the communities among which they operate. They therefore present an opportunity to access the communities and the relevant groups that are targeted by this Project. Existing and emerging national and district level platforms will be utilised to promote participation and inclusion including the Human Rights and Disability Co-ordinating Committees which consist of Government, civil society and the private sector.

### **Project-level Theory of Change**

If government governance structures, planning processes, policies, regulations and delivery systems maintain a predictable business environment, that incentivises sustainable development, minimises bureaucracy and accelerates reforms for efficient local public service delivery;

And if the Botswana populace - particularly women, youth, people with disabilities and other marginalised groups – plays a more active role in decision-making at all levels, as a result of increased opportunities, knowledge and skills with a strong and independent civil society and media supported and encouraged by the Government;

And if local authorities have enhanced ability to leverage sufficient human and financial resources to design and implement inclusive, human rights based 'fit for purpose' social protection programmes;

Then, there would be increased effectiveness, accountability, and transparency amongst institutions at all levels; economic growth would be driven by strong and resilient local communities with less poverty and inequalities.

Because, strong institutions, inclusive planning, policy and decision-making space and resilient social protection system will exist at all levels of government for all citizens, including women, youth, people living with disabilities, to contribute towards creating local economic development to achieve transformational change for a just and prosperous Botswana.

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## **III. RESULTS AND PARTNERSHIPS**

### ***Expected Results***

Expected results from the Project flow from the Portfolio Document and are aligned to the Country Programme Document (CPD) for the period 2022 – 2026. From the CPD, the Project will focus on delivering Outcome 4 which seeks to enable Botswana to achieve strengthened resilience to shocks and emergencies and to be on a sustainable, equitable economic trajectory, reducing inequality, poverty and unemployment. This outcome, which is wholly adopted from the United Nations Cooperation Framework (UNCF), is also aligned to the national priorities as captured by Vision 2036 Pillar 1 of Sustainable economic development. The output that support the outcome and is to be achieved by the Project is:

#### **Output 4: Capacities developed for expansion of inclusive social protection systems and efficient local public service delivery.**

Pursuing inclusive growth demands that the disadvantaged groups in society be catered for through inclusive social protection systems to provide the means of livelihood for these groups. The reform of the local public institutions through the decentralisation policy is needed to ensure effective and efficient provision of social protection services for communities in a sustainable manner. To achieve these, the Project will deliver the following results:

- (a) Innovative solutions in the delivery of public services to enhance the quality of services and improve access to the beneficiaries, including during challenging periods. The recent stringent measures to contain the spread of COVID-19 which necessitated reduced movement and contact between people underscored the usefulness of innovation in the delivery of public services, including through digitisation. The results aimed for will be measured through the number of locally developed innovations/solutions identified and tested for enhanced public services delivery.
- (b) Building on to the ongoing work at the Ministry of Local Government and Rural Development towards reforming the Ministry to enable it to successfully deliver the decentralisation policy and implementation plan, further support needs to be rendered to develop inclusive and participatory, human rights-based approaches to public service delivery to the communities. The results will be measured through the number of decentralized services reaching men and women/citizens in peri-urban and rural areas.
- (c) Providing social protection services to the vulnerable and disadvantaged persons who cannot provide for themselves is important to ensure that all are catered for in terms of their needs. The results will be measured by the extent to which gender-sensitive social protection systems and programmes have been consolidated and are being implemented around recipients' entire life-cycle (contributing to IRRF 2.1).

#### ***Resources Required to Achieve the Expected Results***

UNDP Botswana is cognisant of Botswana's upper middle-income status and the resulting challenges in attracting donor funding. The Project will seek to harness all available resources to deliver the expected results. Indicative financial resources required for the achievement of the expected results are estimated at USD 4,051,750.

Delivering the results will also involve the provision of technical assistance rendered through technical experts from the UNDP Country Office, the Regional Service Centre and Headquarters. Where necessary, additional expertise will be obtained from fellow UN agencies and partner institutions, as well as national and international consultants to augment areas that may not be available within the UNDP's internal networks. The locally based expertise will especially be used to broker partnerships across state and non-state partners to ensure the realization of the expected results.

#### ***Partnerships***

The Project concern multiple partners. The Ministry of Local Government and Rural Development will be the key focus institution for strengthening social protection services and delivering public services at community level through innovative and digital approaches. While partnership with the MLGRD will support addressing a wide range of issues relating to inclusive growth, poverty eradication and inequality, other partnerships will be pursued with the Poverty Eradication Coordination Unit (PECU) at the Office of the President to further embed the Multidimensional Poverty Index in policymaking and to ensure a broad-based understanding and approach to addressing poverty and deprivation as well as inequality.

The adoption of innovative and digital approaches to rendering services to the communities will require the strengthening of partnership with the SmartBots and Botswana Digital and Innovation

Hub (BDIH), the lead national institution in the areas of technology and innovation. Partnerships will also be pursued, as necessary with the Ministry of Tertiary Education, Research, Science and Technology.

Civil society and communities are one of the three critical pillars (along with government and business) of the UN's work and a vital part of any functioning democracy. Civil society and communities must therefore be strengthened and supported. Partnership with the relevant civil society organisations and entities representing the local communities will be pursued to ensure that they receive the necessary support for their strengthening.

The media are other important partners. They play a crucial watchdog role in democratic societies. The media provide information, persuade, serve to entertain, and transfer culture. They provide access to accurate information and facilitate appropriate reporting on all matters pertaining to governance, the environment and the economy, which is important and should be a priority in the implementation of this project.

At international level, deeper partnerships will be sought and nurtured with the relevant development partners to deliver on the collective vision. The current partnership with UNICEF and the World Bank will be maintained to strengthen support to social protection. Further, the partnership with the Oxford Poverty and Human Development Initiative (OPHI) will be continued to strengthen support for addressing poverty and inequality issues.

### ***Risks and Assumptions***

Several assumptions are made regarding the development and implementation of the 2022 – 2026 UNDP programme. These assumptions in turn inform the risks that the Project will face during its life. The key assumptions are that:

- There will be adequate funding available to begin implementation and that subsequent resource mobilisation efforts will be successful to consistently and sustainably ensure sufficient resources to continue implementation of planned initiatives throughout the life of the Project;
- The implementing partner and the responsible parties at the policy and executive levels will remain committed to the successful implementation of the project and will provide strong and consistent leadership as well as ownership of the interventions for the Project to have broader impact across other sectors.
- Existing partnerships between relevant stakeholders will be sustained and will be adequately increased and diversified.

### **Major Risks**

The UNDP 2022 – 2026 programme cycle is developed in the context of an environment with potential risks. If not adequately managed, these risks could adversely affect the Project's intended national development impact, its scope and direction, or even block the implementation of the Project. The main risks the Project is exposed to include the following:

- **Constraints to Resource Mobilisation:** Ability to mobilise adequate financial resources throughout the life of the Project is key to its success. Botswana's upper middle-income status significantly constrains the ability to mobilise resources for development work from traditional donors. As a result, over the years, UNDP's sources of financial resources have been limited to only a few and undiversified sources/partners that include co-funding from Government of Botswana and GEF facilities. This risk is further magnified by Botswana's susceptibility to international/external shocks with the impact of the current shock occasioned by the COVID-19 pandemic likely to exacerbate the pressure on government revenues.
- **COVID-19 Pandemic:** A lot remains unknown about the COVID-19 pandemic as it continues to evolve with the discovery of new variants of the virus, likely increase in infections and



deaths and policy responses with adverse socio-economic effects. This generates uncertainty about the future of the country and necessitates frequent shifts in planning and priorities. As a result, the Project may encounter further shocks. The (potentially substantial) effect on the Project may not only be in scope due to the threat on its financing, but also on the direction and priorities.

- **Partnerships:** Implementing Partners may fail to champion and support project interventions especially at policy level resulting, in a lack of ownership, limiting scaling up, replication and sustainability. Failure of IPs to champion the projects would also weaken participation of other key stakeholders. Should this risk materialize, the Project will likely suffer greatly owing to the lack of effective governance structures to guide its implementation and sustainability. Failure to attract new and strategic partnerships may also have dire consequences on the achievement of the Project's objectives.
- **Political Developments:** National occurrences in the political space can significantly affect the Project. Such changes as brought about by major democratic processes such as elections could result in the change of focus, priorities and direction of the policies, with attendant effects on resource availability, governance and achievement of the programme's intended goals. The period of the Project, 2022 – 2026, includes a national general election nearly halfway and should major changes occur, the effects on the Project could be significant.

These major risks can reinforce each other. To mitigate them, broad-based and similarly self-reinforcing measures would be needed. The Country Office will need to develop and effectively implement a broad-based resource mobilisation and partnerships strategy. The strategy should seek to broaden and diversify the partners beyond Government to include non-state actors, the private sector and international development partners. In addition, capacity development and continuous engagement with the implementing partners should be prioritised. Risk management and mitigation strategies will continuously be applied during the entire duration of the Project in order to minimize failure and to enhance chances of success.

### ***Stakeholder Engagement***

The forms of stakeholder engagement employed will aim to reach all the stakeholders to influence positive change among them. The main forms of stakeholder engagement will include:

**Stakeholder platforms:** Existing stakeholder platforms consisting of the key partners and major stakeholder groups will be used for continuous engagement on recurring or long-term issues. Such platforms include among others, NDP Thematic Working Groups, Business Botswana sectoral committee structures which can be convened for discussions of specific issues, as well as the National Human Rights Coordinating Committee and National and District level Disability Coordinating Committees. These platforms and others will be used as the first option to avoid duplications.

**Projects-specific committees/working groups:** The project will establish a Technical Working Group (TWG) and Project Steering Committees (PSC) will be established to promote inclusion and participation of the key stakeholders and incorporate their contribution of expertise into decision making. Efforts will be made to ensure representation of all key areas and groups, such as women, youth, informal economy as well as build the capacity of these stakeholders for full and active participation. Further, technical reference groups will be set up to guide and oversee the specific work.

**Consultation fora and events:** In certain cases, stakeholder consultations will be undertaken through fora or events that are specific to an activity taking place e.g., getting inputs from communities on a strategy or policy being developed.

**Partner platforms and events:** Key partners of projects being implemented have their own platforms and events that will be used to engage with stakeholders who participate in such fora. They include platforms such as the annual Budget Pitso convened by the Ministry of Finance and

**Economic Development and Full Council meetings:** These fora will be leveraged to ensure that the project has a wider reach, uses innovative approaches to engage stakeholders and minimizes stakeholder fatigue.

The Project will also encourage hosting of commemoration of relevant international events such as the International Day for the Eradication of Poverty and the International Day of Women, PWD, Youth. In all such events, every effort will be made to ensure participation of all stakeholders and stakeholder groups.

### ***South-South and Triangular Cooperation (SSC/TrC)***

The Project will promote south-south and triangular cooperation with a view to facilitate sharing of experiences in the areas covered by this project. As a two-way learning approach, the promotion of south-south cooperation will seek to on one hand facilitate the transmission and reception of lessons from other countries that have done well in areas where Botswana is lagging behind. On the other hand, Botswana has lessons to share with other partner countries in the south. The Project will support and encourage south-south and triangular cooperation through various initiatives such as knowledge exchanges, technology transfers and peer support programmes to promote a two-way learning approach. Support will also be offered to the implementing partners to actively participate in relevant sectoral and intergovernmental networks.

### ***Knowledge***

The Project will seek to promote wide sharing of knowledge, lessons learnt and successes from the implementation of the project. Outputs from the implementation of the project will be packaged in accessible and reader-friendly publications for the benefit of all stakeholders, both locally and internationally. The media will be used extensively to promote wider coverage of the stakeholders and the public.

The Project will efficiently invest in the development of various knowledge products, including brochures, leaflets, fact sheets, opinion editions, policy briefs. The knowledge products will be in a simple language (including translations and sign language where necessary) and presentation to ensure that they are understood by all intended audiences. These knowledge products will be availed to the stakeholders and the public through a wide range of media, including broadcast (television and radio), social media, print media, websites. The choice of media will be geared towards ensuring that both local and international audiences are reached.

The rural communities' access to information—somewhat compromised by their lack of access to modern media—will be addressed through the use of rural-based platforms, including social media, national radio and participation in *kgotla meetings* and townhall dialogues or engagements. Effort will also be made to access the special and disadvantaged groups, such as youth who usually have preference for online information and virtual engagements as opposed to the conventional mediums. Translation into sign language, local languages and language mediums accessible to the local communities and people with disabilities will be undertaken to ensure that no one is left behind in communication.

### ***Sustainability and Scaling Up***

The approach to designing the Project is guided by the need to make its work sustainable and replicable beyond the life of the project. Therefore, the project's outputs will build upon the successes of the past programmes and projects supported by UNDP as well as existing initiatives by government and private sector and other stakeholders. The project's outputs are intended to strengthen the capacities of the implementing partners and stakeholders to enable them to meaningfully and sustainably contribute to economic diversification and inclusive growth. Building productive and sustainable partnerships through the project is key to the achievement of the results. Sustained strong and resilient partnerships will be instrumental to ensuring sustainability of the project's outputs and further uptake and scaling up beyond the life of the project.

The project will seek to roll out and promote innovative and inclusive digital approaches to doing business and to provide essential services to the communities. This is expected to improve productivity and access to public services, especially among local communities in rural areas. With the accompanying support for institutional reforms and institutional and staff capacity development, the cumulative improvements are expected to be transformative, sustainable and scalable to reach more communities and public institutions. These transformative improvements will be done within the context of policies and strategies that have in-built implementation plans and M&E frameworks. The continued support on these areas will ensure accountability, transparency and ownership by the implementers at both institutional and leadership level.

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#### **IV. PROJECT MANAGEMENT**

The Project's key objective is to develop the capacities of implementing partners and responsible parties to enable them to bring about positive change working with their constituents and wider stakeholders. In delivering the projects, the capacities including in the effective management of project activities that have been built among the implementing partners and responsible parties through the past programmes will be harnessed for the achievement of the best outcomes.

The Project acknowledges that the mandates of some of the implementing partners and responsible parties overlap. Support rendered to them will be systematically coordinated with and between them to avoid duplication of efforts. Continuous consultations with the implementing partners and responsible parties will be pursued to ensure effective partnerships and collaborations.

The Project will also pursue partnerships with the other UN agencies and development partners with similar development interests to maximise the benefits to the stakeholders while minimizing duplication of efforts. The Project will also seek to support the efforts of the implementing partners and responsible parties to access other UN agencies and development partners to enhance their ability to mobilise resources to support their activities.

At Country Office level, this project and other projects will be implemented through joint approaches to achieve maximum and wider impact among the intended ultimate beneficiaries. These approaches will ensure sharing of contacts and networks, joint communications, resources, access to common external resources such as technical expertise and help to avoid duplication of roles and reduce the necessity to employ more staff, which usually comes at a substantial cost. For instance, at operational level, missions will be planned such that they can accomplish multiple purposes, thereby reducing costs. Project missions and meetings will be planned and synchronized with those of other projects/programmes. To the extent possible, project consultations, information sharing and trainings will be undertaken jointly with missions, meetings and events of implementing partners and responsible parties, using them as platforms. Moreover, meetings, workshops and other project related events will be held virtually whenever this will not erode the effectiveness and quality of outcomes.

## V. RESULTS FRAMEWORK<sup>1</sup>

### Intended Outcome as stated in the UNDAF/country programme:

By 2026, Botswana has strengthened resilience to shocks and emergencies, and is on a sustainable, equitable economic trajectory, reducing levels of inequality, poverty and unemployment.

By 2026, all people, particularly vulnerable and marginalized groups have equitable access to quality services of health, nutrition, education, and social protection.

### Outcome indicators as stated in the UNDAF/country programmes, including baseline and targets:

#### Applicable Output(s) from the UNDP Strategic Plan:

#### Project Title and Atlas Portfolio Number: Joint Project

#### Project Titles and Atlas Project Numbers of Constituent Projects:

EXPECTED OUTPUTS	OUTPUT INDICATORS <sup>2</sup>	DATA SOURCE	BASELINE							DATA COLLECTION METHODS & RISKS	
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year ...		FINAL
<b>Output 4</b> Capacities developed for expansion of inclusive social protection systems and efficient local public service delivery.	<b>4.1.</b> Number of locally developed innovations/solutions identified and tested for enhanced public services delivery.	Project MLGRD, WOPAGPA									DCM: Project Reports R: None
	<b>4.2.</b> Number of decentralized services reaching men and women/citizens in peri-urban and rural areas.	Project MLGRD, MOPAGPA and other ministries									DCM: Project Reports R: None
<b>(CPD 4.4)</b> <i>Gender Marker:</i>	<b>4.3.</b> Extent to which gender-sensitive social protection systems and programmes have been consolidated and are being implemented around the life-cycle approach (contributing to	Project MLGRD and other ministries									DCM: Project Reports R: None

<sup>1</sup> UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

<sup>2</sup> It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.



## VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:  
*[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

### Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the Project in achieving the agreed outputs.	Quarterly or in the frequency required for each indicator.	Slower than expected progress will be addressed by Project management.	UNDP, MTL, MLGRD, BB, BCM	
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk register. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by Project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP, MTL, MLGRD, BB, BCM	
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the Project.	At least annually	Relevant lessons are captured by the Project team and used to inform management decisions.	UNDP, MTL, MLGRD, BB, BCM	
Annual Portfolio/Project Quality Assurance	The quality of the Project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the Project.	Annually	Areas of strength and weakness will be reviewed by Project management and used to inform decisions to improve Project performance.	UNDP Programme Specialist and Project Managers	
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the Project board and used to make course corrections.	UNDP Programme Specialist and Project Managers	
Project Report	A progress report will be presented to the Project Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk register with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		UNDP, MTL, MLGRD, BB, BCM	
Project Review (Project Board)	The Project's governance mechanism (i.e., project board) will hold regular Project reviews to assess the performance of the Project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the Project and its constituent projects. In the Project's final year, the Project Board shall hold an end-of Project review to capture lessons learned and discuss opportunities for scaling up and to socialize Project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	PSC, UNDP, MTL, MLGRD, BB, BCM	

**Evaluation Plan<sup>3</sup>**

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	MTI MLGRD BCM	TBD	<ol style="list-style-type: none"> <li>1. By 2026, Botswana has strengthened resilience to shocks and emergencies, and is on a sustainable, equitable economic trajectory, reducing levels of inequality, poverty and unemployment.</li> <li>2. By 2026, all people, particularly vulnerable and marginalized groups have equitable access to quality services of health, nutrition, education, and social protection.</li> </ol>	31 December 2024	MFED, MYSC, PECU, BB, BITC, UNDP, LEA, CEDA	Cost Sharing: \$150,000

<sup>3</sup> Optional, if needed

## VII. MULTI-YEAR WORK PLAN <sup>45</sup>

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year						RESPONSIBLE PARTY	Funding Source	PLANNED BUDGET Budget Description	Amount
		2022	2023	2024	2025	2026					
<b>TOTAL FOR INCLUSIVE ECONOMIC DIVERSIFICATION PROJECT (OUTPUT 3)</b>		879,000	700,000	475,000	400,000	375,000				<b>2,800,000</b>	
<b>Output 4:</b> Capacities developed for expansion of inclusive social protection systems and efficient local public service delivery.  <i>Gender marker:</i>	<b>Local Authorities have enhanced technical skills and the ability to leverage sufficient financial resources to implement the life-course framework, and 'fit for purpose' SP programmes</b>  4.1. Support local authorities to undertake capacity assessments and capacity building activities to effectively deliver consolidated Social Protection Framework.  4.2. Support Social Protection business units (MLGRD HQ and S&CD) on process reengineering to improve service delivery.  4.3. Support implementation of new and/or revised mandates and functions developed from the life-course framework.  4.4. Support implementation of the new institutional structure developed for the coordination and implementation of the life-course framework.										
			100,000	100,000	50,000	50,000				Technical Assistance	300,000
			75,000	75,000	75,000		75,000			Technical Assistance	225,000
			50,000	50,000	50,000	50,000		MLGRD		Technical Assistance	150,000

<sup>4</sup> Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

<sup>5</sup> Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.



EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY		PLANNED BUDGET	
		2022	2023	2024	2025	2026	Funding Source	Budget Description	Amount	
	4.5. Support development and implementation of Social Protection Communications Plan to raise awareness, share information.		50,000	30,000	30,000	20,000	MLGRD	Technical Assistance	130,000	
	<b>Local authorities have capacities to accelerate public service reforms to deliver services efficiently and effectively.</b>									
	4.6. Support implementation of recommendations emanating from the MLGRD Institutional Review.		100,000	50,000			MLGRD	Technical Assistance	150,000	
	4.7. Support process re-engineering, digitalization and automation of key LA systems.	100,000		100,000	100,000	100,000	MLGRD	Technical Assistance	400,000	
	4.8. Support implementation of the MLGRD Digital Transformation Strategy.	100,000	100,000	100,000			MLGRD	Technical Assistance	300,000	
	4.9. Support implementation of policies and strategies for development of remote and rural areas.	80,000		100,000			MLGRD	Technical Assistance	180,000	
	4.10. Support implementation of the Decentralization Reform Strategy Plan	50,000		100,000		100,000	MLGRD	Technical Assistance	250,000	
	4.11. Support implementation of an organizational Change Management/organizational Transformation Framework for implementation of the Strategy and Transformation Agenda.		150,000	150,000			MLGRD	Technical Assistance	300,000	
	<b>Local authorities' leadership and CSOs have strengthened capacities to foster public participation in policy development and service delivery issues</b>									
	4.12. Support Leadership Development at Local Governments.	50,000		30,000	30,000	30,000	MLGRD	Technical Assistance	140,000	

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year						RESPONSIBLE PARTY	PLANNED BUDGET
		2022	2023	2024	2025	2026	Funding Source		
	4.13. Support creation of strong institutional structures comprising of state and non-state actors to coordinate and implement policies.		40,000	50,000			MLGRD	Technical Assistance	90,000
	4.14. Support local authorities to convene stakeholders to deliberate on socio-economic issues.	10,000	10,000	15,000	15,000	15,000	MLGRD	Workshops	65,000
	<b>Support the development and implementation of a sound M&amp;E system that can assist social protection policy design, planning and programme management, and contribute to strengthening transparency and accountability.</b>								
	4.15. Support evaluation of Social Protection Programmes.				100,000		MLGRD	Technical Assistance	100,000
	4.16. Support capacity building of Local Authorities to supply quality Social Protection data in a timely fashion.		5,000		5,000		MLGRD; Statistics Botswana	Technical Assistance	10,000
	4.17. Facilitate stakeholders (CSO, private sector, media) to demand Social Protection data/evidence for policy making and accountability.	4,000		4,000			Relevant NGOs and CSOs	Workshops	8,000
	4.18. Support dialogue between the data providers and data users.		5,000		5,000		MLGRD; Statistics Botswana	Workshops	10,000
	4.19. Support the development of digitised and automated Social Protection data system.		100,000				MLGRD; SmartBots	Technical Assistance	100,000
	4.20. Project Management of the Joint Project	56,750	56,750	56,750	56,750	56,750	MLGRD	Technical Assistance	283,750
	MONITORING	6,000	2,000	2,000	2,000	2,000			14,000
	<b>Sub-Total for Output 4</b>	<b>527,750</b>	<b>1,018,750</b>	<b>1,062,750</b>	<b>543,750</b>	<b>348,750</b>			<b>3,501,750</b>

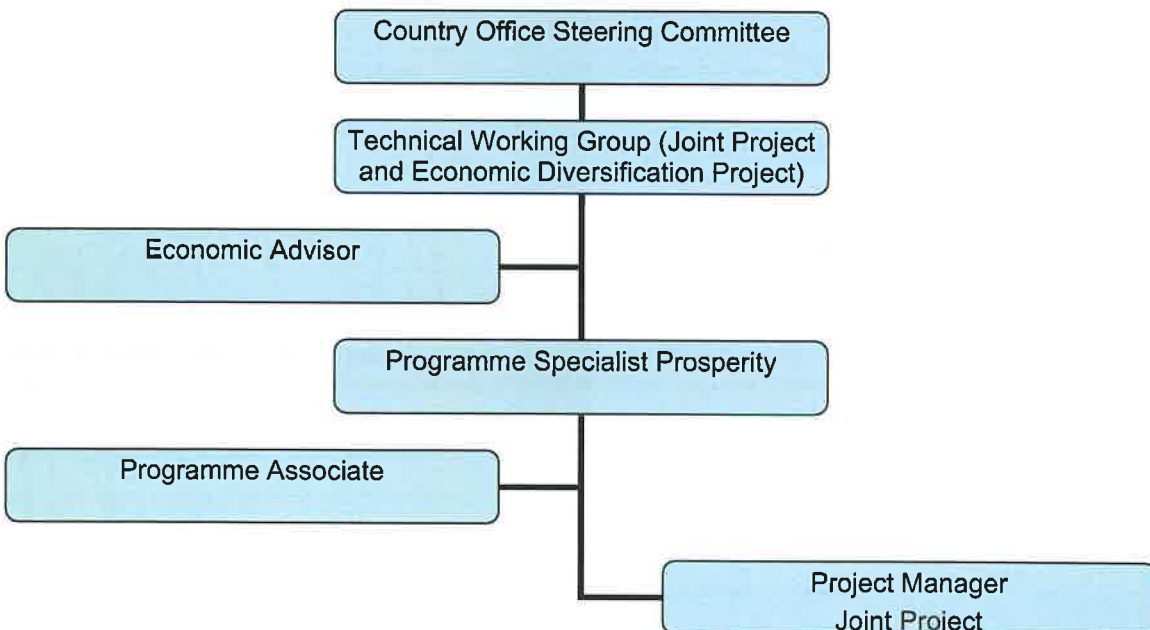
EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year						RESPONSIBLE PARTY	PLANNED BUDGET	
		2022	2023	2024	2025	2026	Funding Source		Budget Description	Amount
Management Support Costs	Staff Salaries	70,000	70,000	70,000	70,000	70,000		Technical Assistance	350,000	
	Office Equipment and Furniture	10,000	10,000	10,000	10,000	10,000		Laptops, Printers, Phones, Desks, Chairs	50,000	
Joint Project	Staff Travel (Local and International)	20,000	20,000	20,000	20,000	20,000		Travel	100,000	
	<b>Sub-Total for management Support Costs</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>			<b>500,000</b>	
Evaluation (as relevant)				50,000					50,000	
<b>TOTAL FOR PROJECT (OUTPUT 4)</b>		<b>627,750</b>	<b>1,168,750</b>	<b>1,262,750</b>	<b>643,750</b>	<b>448,750</b>			<b>4,051,750</b>	

## VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The governance and management structures will entail the establishment of an overall Country Office Portfolio Steering Committee (PSC) which will provide a platform for engagement and collaboration, strategic guidance and oversight of the work of the portfolios. The PSC will be co-chaired by the Permanent Secretary of the Ministry of Finance and Economic Development and the Resident Representative of the UNDP. The membership of the PSC will comprise representatives from government, parastatal institutions, private sector and civil society as outlined in the Terms of Reference for the PSC. The PSC will meet twice a year in June and December.

A Technical Working Group (TWG) will be established for both the Joint Project and the Inclusive Economic Diversification Project, another project in the Prosperity Portfolio. The roles of the TWG will be to provide continuous guidance, monitoring and quality assurance for the implementation of the projects' respective Annual Workplans (AWPs). The TWG will also provide financial delivery and progress reports to the Project Steering Committee on a quarterly basis. Further, the TWG will avail a platform for learning and intelligence emerging from ongoing work and alert the Portfolio Steering Committee of any emerging issues, insights, reflections and recommendations that would require the Portfolio Steering Committee to provide guidance and decisions for critical issues they would have encountered in their respective areas of work. The TWG will meet twice a year prior to the meetings of the PSC. Other meetings of the TWG will be scheduled by their respective co-chairpersons when necessary.

The TWG of the Joint Project and the Inclusive Economic Diversification Project will be constituted by Ministry of Trade and Industry (MTI), the Ministry of Local Government and Rural Development (MLGRD), the Ministry of Entrepreneurship, the Botswana Investment and Trade Centre (BITC), the Local Enterprise Authority (LEA), the Citizen Entrepreneurial Development Agency (CEDA), the Ministry of International Affairs and Cooperation (MIAC), the Poverty Eradication Coordination Unit (PECU), the Botswana Trade Commission (BOTC), the Botswana Informal Sector Association, Statistics Botswana (SB), the National Strategy Office and the Vision 2036 Coordinating Unit. Other members may be added when necessary to do so.



The Project Manager will carry out the day-to-day management of the project management team, reporting to the UNDP Programme Specialist responsible for the Prosperity Portfolio. The Programme Specialist responsible for Justice will provide oversight and guidance on relevant Justice related issues in the Joint Project, including participation in the activities of the Technical Working Group.

The Project Manager will be responsible for the development of Annual Work Plans (AWPs) and present them for approval by TWG at the beginning of each year during the life of the Project. It is on the basis of the AWP that the budgets will be drawn and resources allocated for the planned activities. The Project Manager will also produce quarterly operational reports and Annual Progress Reports or any other reports at the request of the TWG. The Annual Progress Reports will summarise the progress made by the projects against the expected results, provide justification for significant variations, detail the necessary adjustments and serve as a reporting mechanism for monitoring project activities.

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## **IX. LEGAL CONTEXT**

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

The project will be implemented by the Ministry of Local Government and Rural Development (MLGRD), the Ministry of Defence, Justice and Security (MDJS) and the Ministry of Trade and Industry (MTI), in accordance with their financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

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## **X. RISK MANAGEMENT**

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
  - a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
  - b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan.
2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Project Document.
3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via [http://www.un.org/sc/committees/1267/aq\\_sanctions\\_list.shtml](http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml).
4. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
5. The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

7. The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, responsible parties, subcontractors and sub-recipients in implementing the project or using UNDP funds. The Implementing Partner will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
8. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to the Implementing Partner: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. The Implementing Partner agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at [www.undp.org](http://www.undp.org).
9. In the event that an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.
10. The signatories to this Project Document will promptly inform one another in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where the Implementing Partner becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, the Implementing Partner will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). The Implementing Partner shall provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

11. UNDP shall be entitled to a refund from the Implementing Partner of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the Implementing Partner under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail the Implementing Partner's obligations under this Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

12. Each contract issued by the Implementing Partner in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from the Implementing Partner shall cooperate with any and all investigations and post-payment audits.
13. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
14. The Implementing Partner shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to each responsible party, subcontractor and sub-recipient and that all the clauses under this section entitled "Risk Management Standard

Clauses" are included, *mutatis mutandis*, in all sub-contracts or sub-agreements entered into further to this Project Document.

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## **XI. ANNEXES**

- 1. Project Quality Assurance Report**
- 2. Social and Environmental Screening Template** [\[English\]](#) [\[French\]](#) [\[Spanish\]](#), including additional Social and Environmental Assessments or Management Plans as relevant.  
*(NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities).*
- 3. Risk Analysis.** Use the standard [Risk Register template](#). Please refer to the [Deliverable Description of the Risk Register](#) for instructions
- 4. Capacity Assessment:** Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)
- 5. Project Board Terms of Reference and TORs of key management positions**